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R 090358Z DEC 82
FM AMEMBASSY ISLAMABAD
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INFO AMEMBASSY BEIJING
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AMEMBASSY MOSCOW
AMEMBASSY NEW DELHI
AMEMBASSY ROME
USMISSION GENEVA
AMCONSUL KARACHI
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CONFIDENTIAL SECTION 01 OF 05 ISLAMABAD 18921

STATE FOR RP/IA AND NEA/PAB

ROME FOR FDDAG

E.O. 12356: DECL: OADR
TAGS: SREF, AF, PK, EAID
SUBJECT: AFGHAN REFUGEE SITUATION - AN OVERVIEW

1. (C) - ENTIRE TEXT.

2. INTRODUCTION AND SUMMARY. OVER FOUR AND A HALF YEARS AFTER THE REVOLUTION IN KABUL IN APRIL 1978 STARTED THE FLOW OF REFUGEES FROM AFGHANISTAN INTO PAKISTAN AND NEARLY THREE YEARS AFTER THE SOVIET MILITARY INVASION TURNED THE FLOW INTO A FLOOD, PAKISTAN IS COPING RE-CONFIDENTIAL
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MARKABLY WELL WITH THE PRESENCE OF WELL OVER TWO MILLION AFGHANS ON HER SOIL. THE IDENTITY OF RELIGION TOGETHER WITH THE PATHAN CODE OF HOSPITALITY (PAKHTUNWALI) IS FUNDAMENTAL IN EXPLAINING THE GENERALLY WARM RECEPTION ACCORDED THE REFUGEES. THE VAST MAJORITY OF REFUGEES HERE ARE ETHNIC PATHANS WHO HAVE BEEN CROSSING THE AREA NOW ALONG THE INTERNATIONALLY RECOGNIZED PAKISTANI-AFGHAN BORDER (THE "DURAND LINE") FOR CENTURIES. MOST OF THE REFUGEES, LIKE MOST OF THE PAKISTANIS IN THE

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AREA WHERE REFUGEES HAVE SETTLED (SAVE FOR SHIAS IN THE KURRAM AGENCY), ARE SUNNIS, AND BENEFIT FROM HOSPITALITY EXTENDED BY THEIR CORELIGIONISTS.

3. THE INTERNATIONAL AFGHAN REFUGEE RELIEF EFFORT AND THE GOVERNMENT OF PAKISTAN ARE DEALING SURPRISINGLY WELL WITH MOST OF THE PROBLEMS CREATED BY THE PRESENCE OF THE AFGHAN REFUGEES IN PAKISTAN. NOW NEARLY TWO YEARS OLD, THE REORGANIZED UNHCR-SPONSORED AND GOP-IMPLEMENTED RELIEF ADMINISTRATION APPEARS TO BE FUNCTIONING ADEQUATELY IN MOST REFUGEE AREAS. THE MOST ESSENTIAL NEEDS OF MOST OF THE REFUGEES HAVE BEEN SATISFIED, AND STARVATION, EPIDEMICS, AND LARGE-SCALE PUBLIC DISORDER HAVE BEEN AVOIDED. THE REFUGEE ASSISTANCE PROGRAM APPEARS TO WORK ABOUT AS WELL AS COULD BE EXPECTED IN THE NORTH WEST FRONTIER PROVINCE (NWFP). GIVEN THE SIZE OF THE PROBLEM AND RESOURCES AVAILABLE. IN BALUCHISTAN SOME OF THE DIFFICULTIES REPORTED LAST YEAR (81 ISLAMABAD 15253) APPEAR TO HAVE BEEN SURMOUNTED, AND THE WORLD FOOD PROGRAM (WFP) AND UNHCR ARE ENGAGED IN A SERIOUS EFFORT TO IMPROVE MONITORING AND TO CUT DOWN ON UNAUTHORIZED DIVERSIONS OF RELIEF GOODS. A RECOUNT OF REFUGEES IN BALUCHISTAN, SCHEDULED TO BE COMPLETED BY THE END OF THIS MONTH, SHOULD REMOVE SOME OF THE DIS-
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TORTION IN REFUGEE DATA AND GIVE A MORE ACCURATE TALLY OF THE REFUGEES IN THAT AREA.

4. IF ONE LOOKS AT THE BOTTOM LINE--STABILITY AND TRANQUILITY--THE ACCEPTANCE OF CONSIDERABLY MORE THAN 2 MILLION AFGHAN REFUGEES IN PAKISTAN IS A MAJOR ACHIEVEMENT. THE REFUGEE SITUATION IN PAKISTAN IS BEING RELATIVELY WELL HANDLED, GIVEN THE ENORMOUS POTENTIAL FOR PROBLEMS. WE WILL CONTINUE TO MONITOR REFUGEE AFFAIRS IN THEIR BROADEST RAMIFICATIONS IN OUR CONTINUING EFFORT TO IMPROVE THE EFFECTIVENESS OF THIS MAMMOTH OPERATION. END SUMMARY.

5. THE PERENNIAL QUESTION IS "HOW MANY REFUGEES?" AND THE NUMBERS QUESTION CONTINUES TO BE A MAJOR ISSUE IN REFUGEE AFFAIRS. GOP REGISTRATION FIGURES (OFFICE OF THE COMMISSIONER FOR AFGHAN REFUGEES) SHOW OVER 2.7 MILLION AFGHAN REFUGEES IN PAKISTAN (2,143,466 IN NWFP, AND 629,497 IN BALUCHISTAN) AS OF OCTOBER 31, 1982. WE TREAT THIS FIGURE HOWEVER AS ONLY AN APPROXIMATION OF THE NUMBER OF REFUGEES HERE. WE CONTINUE TO BELIEVE, AS NOTED IN ISLAMABAD 05713, THAT THE GOP REFUGEE POPULATION DATA ARE INFLATED BETWEEN 15 AND 20 PERCENT. POLITICAL, CULTURAL AND LOGISTICAL CONSIDERATIONS ALL HAVE MADE IT DIFFICULT FOR THE GOP TO PRODUCE A COMPLETELY ACCURATE HEAD COUNT ALTHOUGH REENUMERATION IS

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CONTINUALLY GOING ON. EXAGGERATED CLAIMS OF FAMILY AND TRIBAL SIZE BY REFUGEE LEADERS AND INDIVIDUALS (THE HEAD OF A FAMILY, FOR EXAMPLE, MAY REPORT HIS FAMILY THREE TIMES, ONCE ON HIS OWN AND ONCE AS BELONGING TO EACH OF HIS TWO ADULT SONS), AND CORRUPT RELIEF OFFICIALS HAVE CONTRIBUTED TO SOME INFLATION OF REGISTRATION DATA. THE DIFFICULTY IN COUNTING WOMEN IN PURDAH AND THE REFUGEES' OWN SEASONAL MIGRATIONS WITHIN PAKISTAN ADD TO THE DIFFICULTIES OF AN EXACT HEAD-COUNT. SUPPORT

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FM AMEMBASSY ISLAMABAD
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C O N F I D E N T I A L SECTION 02 OF 05 ISLAMABAD 18921

STATE FOR RP/IA AND NEA/PAB

ROME FOR FODAG

FOR THE AFGHAN FREEDOM FIGHTERS (MUJAHEDIN) AND THE
DESIRE TO AVOID TENSIONS BETWEEN THE REFUGEES AND THE
INDIGENOUS POPULATION HAVE ALSO ENCOURAGED INFLATION
OF REFUGEE NUMBERS.

6. MOST IMPORTANTLY, STABILITY AND TRANQUILITY HAVE
BEEN MAINTAINED AND THE LARGEST GROUP OF REFUGEES IN
THE WORLD HAS CAUSED REMARKABLY LITTLE DISRUPTION TO
PAKISTAN. MEANWHILE, WE ARE CONTINUING TO URGE
THE GOP--THROUGH OUR DISCUSSIONS WITH OFFICIALS OF THE
OFFICE OF THE HIGH COMMISSIONER FOR AFGHAN REFUGEES--
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TO CONTINUE REFUGEE REENUMERATION AND TO REDUCE THE
LIKELIHOOD OF DONORS' COMPLAINTS THAT THE FIGURES ARE
EXAGGERATED. FROM DISCUSSIONS WITH PAKISTANI AND
UNHCR AND WFP OFFICIALS IN THE LAST FEW WEEKS, WE BE-
LIEVE THE UNHCR PLANNING FIGURE OF 2.3 MILLION REFUGEES
(WHICH THEY WILL USE AS THE BASE OF THEIR 1983 PROGRAMS)
REMAINS A FAIRLY GOOD ESTIMATE OF THE NUMBER OF REFUGEES
ACTUALLY IN PAKISTAN.

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7. REENUMERATION AND INFLOW. UNHCR REPORTS THAT BECAUSE THE CONTINUING REENUMERATION BY THE GOP HAS RESULTED IN REDUCTION OF THE REFUGEE FIGURES, THE GOP'S TALLY OF REFUGEES HAS REMAINED AT ABOUT THE SAME LEVEL (2.7 MILLION) FOR THE LAST SEVERAL MONTHS IN SPITE OF NEW ARRIVALS. IN OCTOBER NEW REGISTRATIONS TOTALED AROUND 10,000 BUT A MAJORITY OF THESE WERE NOT NEW ARRIVALS. MANY OF THEM HAD BEEN IN PAKISTAN FOR SOME TIME AND WERE PREVIOUSLY UNREGISTERED. OTHER REFUGEES RETURNED TO LOW-LYING CAMPS IN THE PLAINS AFTER HAVING SPENT THE SUMMER MONTHS AT HIGHER ALTITUDES, AND WERE REGISTERED FOR THE FIRST TIME. MEANWHILE THE INFLOW OF REFUGEES HAS CONTINUED AT A FAIRLY STEADY PACE FOR THE PAST FEW MONTHS, NUMBERING PERHAPS A FEW THOUSAND A MONTH, AND SOME AREAS REPORT AN INCREASE IN THE NUMBER OF REFUGEES WITH THE ONSET OF WINTER IN AFGHANISTAN. OFFICIALS HAVE REFERRED TO THE REFUGEE FLOW IN 1982 AS A "TRICKLE" IN COMPARISON WITH THE FLOODS OF 1980 AND 1981.

8. GOP ADMINISTRATION. THE STATES AND FRONTIER REGIONS DIVISION (SAFRON), AN AUTONOMOUS AGENCY OF THE FEDERAL GOVERNMENT OF PAKISTAN, CONTINUES TO HAVE THE OVERALL RESPONSIBILITY FOR THE REFUGEES. THE CHIEF COMMISSIONER FOR AFGHAN REFUGEES IN SAFRON IMPLEMENTS THE CONFIDENTIAL
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REFUGEE RELIEF PROGRAMS OF THE UNHCR, WFP, AND OTHER ORGANIZATIONS, THROUGH HIS DEPUTIES IN QUETTA AND PESHAWAR. ADMINISTRATORS IN NWFP AND BALUCHISTAN IN TURN SUPERVISE THE OVER 300 GOP-RUN REFUGEE CAMPS (KNOWN AS "REFUGEE TENTAGE VILLAGES") IN THESE PROVINCES. THE REFUGEES IN THESE CAMPS ARE LEGALLY FREE TO WORK OUTSIDE THE CAMP AND TRAVEL THROUGHOUT PAKISTAN (ALTHOUGH JOBS FOR BOTH LOCALS AND REFUGEES ARE EXTREMELY SCARCE). WHILE THE GOP IMPLEMENTS RELIEF POLICIES, ASSISTANCE IS PROVIDED BY THE UNHCR, WFP, LEAGUE OF RED CROSS SOCIETIES, ICRC, AND 16 VOLUNTARY AGENCIES. THE VOLAGS PROVIDE AN ESTIMATED DOLS 20 MILLION IN AID PER YEAR. THREE VOLAGS RECEIVE USG FINANCIAL SUPPORT: THE INTERNATIONAL RESCUE COMMITTEE, THE SALVATION ARMY, AND THE INTER-AID COMMITTEE (AN ASSOCIATION INCLUDING CATHOLIC RELIEF SERVICES AND CHURCH WORLD SERVICES).

9. CONTINUING PROBLEMS. SERIOUS PROBLEMS WHICH HAVE BEEN REPORTED EARLIER BY THE EMBASSY AND WHICH CONTINUE TO PLAGUE THE REFUGEE PROGRAM ARE THE DISAPPEARANCE OF LAND AVAILABLE FOR REFUGEE SETTLEMENT AND SEASONAL MIGRATION, NOTABLY IN THE NWFP, THE CONTINUING PRESSURE ON PAKISTAN'S LIMITED FORESTRY RESOURCES, AND A HALT TO REGISTRATION OF REFUGEES IN MOST OF THE NWFP. THE WORLD BANK IS STUDYING SELF-HELP, INCOME-GENERATING PROJECTS WHICH WILL HELP STABILIZE THE FORESTRY SITU-

ATION. THE GOP AND UNHCR ARE CONSTRUCTING A REFUGEE CAMP IN THE PUNJAB NEAR MIANWALI TO EASE THE IMPACTED REFUGEE SITUATION IN NWFP. REGISTRATION WAS CLOSED IN ALL THE NWFP EARLIER IN 1982 EXCEPT FOR TWO CAMPS, AS A PRELUDE FOR RESETTLEMENT IN THE PUNJAB.

10. UNHCR. THE UNHCR HAS ONE OF ITS LARGEST PROGRAMS IN THE WORLD IN PAKISTAN. THE VALUE OF THE 1982 PROGRAM IS APPROXIMATELY DOLS 77 MILLION. OF WHICH THE U.S. CONTRIBUTED ABOUT 35PCOR DOLS 27 MILLION. THERE

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TO SECSTATE WASHDC 9658
INFO AMEMBASSY BEIJING
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AMEMBASSY MOSCOW
AMEMBASSY NEW DELHI
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.....C O N F I D E N T I A L SECTION 03 OF 05 ISLAMABAD 18921

.....STATE FOR RP/IA AND NEA/PAB

.....ROME FOR FODAG

.....ARE 12 EXPATRIATES IN PESHAWAR AND 8 IN QUETTA, TO-
GETHER WITH SEVERAL IN ISLAMABAD WHO WORK IN THE UNHCR'S
AFGHAN REFUGEE PROGRAM. IN ADDITION A LARGE NUMBER OF
PAKISTANIS WORK ON THE PROGRAM. THE UNHCR IS BUDGETING
ON THE DELIVERY OF ITS REFUGEE RELIEF SUPPLIES TO 2.3
MILLION PEOPLE IN 1983 AS COMPARED TO 2.2 MILLION IN
1982. THE UNHCR IS ENCOURAGING THE GOP TO CONTINUE
REENUMERATION; HOWEVER IT STRESSES THAT ITS 2.2 MILLION
BUDGET REFUGEE FIGURE SHOULD NOT BE CONSTRUED AS A RE-
FLECTION ON GOP FIGURES. THE UNHCR CANNOT GUARANTEE
THAT EVERYONE GETS FOOD AND OTHER RELIEF SUPPLIES, BUT
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DOES ITS BEST TO ENSURE THAT THIS IS THE CASE AND THAT
 GRAFT IS MINIMAL. ONLY THOSE REFUGEES LIVING IN
 OFFICIALLY RECOGNIZED REFUGEE VILLAGES ARE ELIGIBLE FOR
 UNHCR MATERIAL ASSISTANCE. UNHCR ASSISTANCE CONTINUES
 TO TAKE A NUMBER OF FORMS INCLUDING SUPPLEMENTARY FOOD
 (TEA, SUGAR); TENTS OR SUPPLIES FOR CONSTRUCTION OF
 MUD (KHACHA) HOUSES; HEALTH (IMMUNIZATION, MOBILE HEALTH
 UNITS); CLOTH AND SHOES; QUILTS; FUEL; AND WATER SUPPLY.

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11. THE WORLD FOOD PROGRAM. THE WFP OPERATES A LARGE PROGRAM OF DISTRIBUTION OF FOOD GRAINS, VEGETABLE OIL, DSM, AND OTHER FOOD DONATIONS TO THE AFGHAN REFUGEES IN PAKISTAN. IN ADDITION TO THE ISLAMABAD HEADQUARTERS, THE WFP HAS OFFICES IN PESHAWAR, QUETTA AND KARACHI. THE WFP CURRENTLY BASES ITS CALCULATIONS ON A PLANNING FIGURE OF 2.2 MILLION "BENEFICIARIES" (LEGITIMATE RECIPIENTS OF WFP RATIONS), WHICH IS MULTIPLIED BY THE AUTHORIZED RATION FOR EACH COMMODITY. IN THE LAST FEW MONTHS THE WFP HAS INCREASED ITS EFFORTS TO TIGHTEN UP DISTRIBUTION, AND TO FORMULATE CLEARER FIGURES WITH REGARD TO DONATIONS AND FUTURE REQUIREMENTS. WFP USES LOCAL PAKISTANI-STOCKED COMMODITIES FOR LOCAL DISTRIBUTION TO REFUGEES. WHEAT WHICH IS STORED IN PROVINCIAL WAREHOUSES IS RELEASED ON A REGULAR BASIS FOR REFUGEE CONSUMPTION. WFP DONATED WHEAT IS THEN TRANSHIPPED FROM KARACHI TO PROVINCIAL HEADQUARTERS TO REPLENISH LOCAL SUPPLIES.

12. THE WFP IS MAKING STRENUOUS EFFORTS TO ENSURE THAT ALL ITS SUPPLIES ARE DISTRIBUTED PROPERLY IN PAKISTAN. IN GENERAL WFP IS SATISFIED THAT ALL FOOD IS DISTRIBUTED IN AS TIMELY MANNER AS POSSIBLE. ALL ELIGIBLE REFUGEES ARE RECEIVING SOME FOOD. THERE IS A THIN CONFIDENTIAL
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LINE BETWEEN ELIGIBLE AND NON-ELIGIBLE REFUGEES AS FAR AS FOOD DISTRIBUTION IS CONCERNED BUT THIS MAINLY CENTERS AROUND WHO IS REGISTERED AND WHO IS NOT REGISTERED. AWARE THAT PRIORITY NUMBER ONE IS THAT THERE BE NO TROUBLE IN THE CAMPS, AND THAT EXCESS DISTRIBUTIONS PLAY A ROLE IN KEEPING THINGS TRANQUIL, THE WFP IS NEVERTHELESS ENGAGED IN A NEGOTIATED RECOUNTING OF REFUGEES. IN ADDITION, THE PROGRAM IS UNDER CONTINUAL REVIEW. CURRENTLY THE WFP IS STUDYING WHETHER THE PRESENT RATION OF 500 GRAMS OF WHEAT PER PERSON IS TOO MUCH, CONSIDERING THAT LARGE NUMBERS OF THE REFUGEES ARE CHILDREN. IN THE NWFP, WFP PERSONNEL WITH WHOM WE TALKED MENTIONED LATE DELIVERY AND STORAGE AS TWO MAJOR PROBLEMS. THEY SAID IN PARTICULAR THERE HAD BEEN SUBSTANTIAL DELAYS IN DISTRIBUTION OF VEGETABLE OIL. MORE STEADY DELIVERY OF SUPPLIES BY THE DONORS TO KARACHI MIGHT HELP. IN THE NWFP THERE ARE 6 WFP PERSONNEL, THE DIRECTOR (A FILIPINO), ANOTHER EXPATRIATE AND 4 PAKISTANI FIELD OFFICERS. THE WFP DISTRIBUTES SUPPLIES TO ALL 278 CAMPS IN THE NWFP. IN BALUCHISTAN THERE ARE 2 EXPATRIATES AND 2 PAKISTANI FIELD OFFICERS. THE WFP DISTRIBUTES SUPPLIES TO ALL 52 CAMPS IN BALUCHISTAN.

13. WFP-BALUCHISTAN. RECENTLY THE REFUGEE COUNSELOR HAD A LONG CONVERSATION WITH AUGUSTIN DEBENOIST, THE HEAD OF THE WFP REGIONAL OFFICE IN QUETTA, WHO IS

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ZEROING IN ON ALLEGED MISAPPROPRIATION OF WFP SUPPLIES.
THE RECENT ARRIVAL OF THIS FRENCH DEMOGRAPHER WHO USED
TO WORK IN AFGHANISTAN AND IS WELL VERSED IN THE
DIFFICULTIES OF HEAD-COUNTING IN THIS PART OF THE WORLD
HAS GREATLY STRENGTHENED THE ADMINISTRATION OF WFP
PROGRAMS IN BALUCHISTAN. DEBENDIST FEELS THAT FOOD
LOSSES ARE RELATIVELY MINOR IN THE SHIPMENT OF WFP
SUPPLIES FROM KARACHI TO QUETTA BY RAIL, AND FROM THERE
TO THE DISTRICT OFFICES BY TRUCK OR RAIL. HOWEVER AT

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.....STATE FOR RP/IA AND NEA/PAB

.....ROME FOR FODAG

.....THE DISTRICT LEVEL THERE HAVE BEEN LOSSES OF FOODGRAINS.
THE WFP IN COLLABORATION WITH THE PROVINCIAL DEPUTY
COMMISSIONER FOR AFGHAN REFUGEES IS TRYING TO ENSURE
THAT ONLY REFUGEES GET THE SUPPLIES AND THAT THE NUMBER
OF AUTHORIZED RECIPIENTS IS ACCURATE. DEBENOIST EXPECTS
THE OFFICE OF THE COMMISSIONER FOR REFUGEES TO MAKE AN
ANNOUNCEMENT BEFORE THE END OF THE YEAR WITH MORE
ACCURATE FIGURES OF WFP BENEFICIARIES THERE. DEBENOIST
THOUGHT THAT REFUGEE FIGURES WERE INFLATED BY 10-15 PERCT.
TEN MONTHS AGO, AND BY A HIGHER PERCENTAGE MORE RECENTLY.
BUT EXPECTS THE CURRENT SURVEY TO BRING THE FIGURES
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"WITHIN REASON".

14. REDUCING NUMBER OF WFP "BENEFICIARIES". WFP/QUETTA
 OBSERVES GRAFT INTHREE BASIC AREAS AT THE DISTRICT
 LEVEL: (1) THE REFUGEES THEMSELVES, WHO MAY LIE ABOUT
 THE SIZE OFTHEIR FAMILIES; (2) THE AFGHAN TRIBAL LEADERS
 (MALIKS) WHO MAY LIST MORE FAMILIES THAN ARE IN FACT
 PRESENT IN A GIVEN CAMP.

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ALWAYS KEEPING IN MIND THE OVERRIDING NEED FOR TRANQUILITY IN THE CAMPS (HENCE THE NEED TO HAVE THE AGREEMENT OF THE REFUGEES IN CHANGING THE NUMBERS OF BENEFICIARIES), THE WFP IS NOW TRYING TO REDUCE OPPORTUNITIES FOR GRAFT. THE PROVINCIAL DEPUTY COMMISSIONER FOR AFGHAN REFUGEES, COLONEL RAUF HAS TO NEGOTIATE CAMP BY CAMP AND MALIK BY MALIK.

THE NEXT STAGE, IN WHICH THE WFP IS ALSO COLLABORATING CLOSELY WITH DEPUTY COMMISSIONER RAUF, IS NEGOTIATION WITH THE MALIKS IN THE CAMPS OVER THE NUMBERS OF RECIPIENTS OF WFP RATIONS. WHEN NEGOTIATION WITH MALIKS IN THE INDIVIDUAL CAMPS HAS BEEN COMPLETED, THE NUMBER OF "BENEFICIARIES" OF WFP SUPPLIES WILL BE DIMINISHED, WITHOUT ANY NEED TO COMMENT ON THE OFFICIAL GOP FIGURES OF THE NUMBER OF REFUGEES.

15. COST OF REFUGEES TO PAKISTAN. THE COST TO THE GOP OF THE REFUGEES IS SUBSTANTIAL. THE OFFICE OF THE COMMISSIONER FOR AFGHAN REFUGEES CLAIMS THAT 1982 INLAND TRANSPORTATION COSTS (OVER DOLS 75 MILLION) ALONE ALMOST EQUAL THE CURRENT UNHCR CONTRIBUTION. IN ADDITION THERE IS WEAR AND TEAR ON ROADS& RAILROADS, THE SALARIES OF

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THE APPROXIMATELY 6000 PAKISTANIS NOW WORKING IN THE REFUGEE ADMINISTRATION; AND THE OVERALL BURDEN OF THE REFUGEES IN THE NWFP, WHERE ONE PERSON IN SEVEN IS A REFUGEE, AND IN BALUCHISTAN WHERE ONE IN FOUR IS A REFUGEE. THE GOP ALSO HAS PAID A CASH ALLOWANCE TO THE REFUGEES FROM TIME TO TIME. THERE IS ALSO THE INCALCULABLE DAMAGE TO THE ECOLOGY OF THE AREA. THE GOP, WITH THE WORLD BANK AND OFFICE OF THE UNHCR, IS STUDYING A NUMBER OF PROPOSALS THAT WILL PROVIDE INCOME-GENERATION AND EMPLOYMENT OPPORTUNITIES TO THE REFUGEES. THE MAIN AIM WILL BE TO WORK ON PROJECTS SUCH AS REFORESTATION, AND RECONSTRUCTION OF ROADS AND CANALS, THAT WILL LEAVE PAKISTAN WITH IMPROVED INFRASTRUCTURE.

16. INCIDENTS. THERE HAVE BEEN SEVERAL INCIDENTS BETWEEN REFUGEES AND LOCAL POPULATION IN THE NWFP THIS YEAR, BUT WHAT IS REMARKABLE IS HOW FEW THERE HAVE BEEN. IN LATE SUMMER FOUR SMALL CAMPS OF REFUGEES WERE MOVED FROM HAIRPUR, HAZARA DISTRICT, NWFP, WHERE THERE HAD BEEN SOME CLASHES WITH LOCALS OVER WATER AND WOMEN, TO GHAZI, NEAR TARBELA DAM. THE REFUGEES HESITATED TO GO TO THE NEW SITE IN PART BECAUSE THEY HAD BEEN REGISTERED AS 35,000 AND IT TURNED OUT THERE WERE IN FACT ONLY 21,000, BUT IN THE END THEY WENT. EARLIER IN THE SUMMER SOME INCIDENTS BETWEEN THE SHIA MUSLIMS OF KURRAM AGENCY, NWFP, WERE REPORTED WHERE KURRAM'S

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TURI TRIBESMEN, SHIAS WHO CONSTITUTE HALF THE AGENCY'S POPULATION, HAD BEEN CAUSED EXTREME DISCOMFORT BY THE INFUX OF SUNNI AFGHANS. A NUMBER OF PEOPLE WERE KILLED BUT NWFP AUTHORITIES BELIEVE THAT THE TRIBAL LEADERS HAVE WORKED OUT A MODUS VIVENDI. THIS REMAINS A VOLATILE AREA, AND INCIDENTS INVOLVING REFUGEES AND LOCAL TRIBES KEEP RECURRING.

17. RESETTLEMENT OF REFUGEES IN THE PUNJAB. THE GOP.

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...IN COORDINATION WITH THE UNHCR, IS WORKING ON A NEW
 ...REFUGEE SITE TO HOUSE UP TO 200,000 REFUGEES IN THE
 ...MEANWALI DISTRICT OF THE PUNJAB. WHILE THIS DISTRICT
 ...IS LARGELY PASHTO SPEAKING, AND THE CAMPSITE IS ON THE
 ...WEST BANK OF THE INDUS, NOT FAR FROM KOHAT AND BANNU
 ...IN THE NWFP, IT WILL BE THE FIRST MAJOR REFUGEE SETTLE-
 ...MENT OUTSIDE BALUCHISTAN AND THE NWFP. WE WILL WATCH
 ...IT CLOSELY FOR POSSIBLE TENSIONS.

18. CONCLUSION. IF ONE LOOKS AT THE BOTTOM LINE--STA-
 BILITY AND TRANQUILITY--THE RECEPTION OF WELL OVER
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TWO MILLION AFGHAN REFUGEES IN PAKISTAN IS A MAJOR
 ACHIEVEMENT, ONE IN WHICH THE GOP, THE U.S., AS MAJOR
 DONOR, THE MULTILATERAL ORGANIZATIONS, AND THE VOLUN-
 TARY AGENCIES CAN ALL TAKE JUSTIFIED PRIDE. THE RE-
 FUGEE SITUATION IN PAKISTAN IS BEING WELL HANDLED, GIVEN
 THE ENORMOUS POTENTIAL FOR PROBLEMS. BUT ALL CONCERNED
 ARE AWARE OF THE NEED TO IMPROVE PERFORMANCE IN MANY
 AREAS. AS NOTED EARLIER THIS YEAR (ISLAMABAD 00920),
 OUR APPROACH TO THE REFUGEE AND RELIEF OPERATIONS WILL

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CONTINUE TO REFLECT THE FACT THAT ASSISTANCE TO THE REFUGEES SERVES IMPORTANT U.S. INTERESTS IN THE REGION-- INCLUDING STABILITY IN PAKISTAN, ASSURANCE OF CONTINUITY FOR GOP'S ROLE IN GIVING HAVEN TO THE REFUGEES, AND THE VIABILITY OF THE RESISTANCE IN AFGHANISTAN. WE WILL CONTINUE TO MONITOR REFUGEE AFFAIRS IN THEIR BROADEST SENSE IN OUR CONTINUING EFFORT TO IMPROVE THE EFFECTIVENESS OF THIS MAMMOTH OPERATION.

19. KABUL MINIMIZE CONSIDERED. KING

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